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ABSTRACT

The project described addressed the feasibility of assessing the impact on low-income persons of the "Green Pages" concept, which seeks to improve the accessibility of public, non-profit, and survival human service agencies and other community information by centralizing them in a single, easy-to-find location in the phone book. This study focused on 11 sites where Green Pages-type formats have been published in the telephone books for varying lengths of time. Data were gathered through open-ended discussions, personal interviews, and structured questions with directory users; in person and phone interviews with administrative casework staff from agencies serving low-income persons; personal and phone conferences with telephone company representatives; and personal and phone conferences with state utility regulatory commissioners and their staff. Analysis of the data showed a favorable reception by directory users and identified variables in implementation methods affecting the impact. This report describes the methodology and sampling, discusses methodological limitations, and presents highlights of survey responses, as well as a lengthy analysis of potential affect. Appendices provide a history of the Green Pages concept, its current status, an examination of secondary sources of information, reviews of related research by telephone companies, and a draft evaluation plan to determine the impact of the concept on both poor and non-poor users. (LLS)

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Analysis -of Potential Affect
of The Green Pages Concept
for Telephone Directories

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PREFACE

This brief report is the first of three short reports in a project addressing the feasibility of assessing the impact on low-income people of various formats of telephone directory listings for human services and other widely utilized community or civic information.

This initial report is not meant to be a thorough or formal analysis of the affect/effects from the various implementation methodologies for the Green Pages concept, but it is an exploration of the potential affect. There has been no attempt to verify the information contained in this report. A large portion of the results of personal interviews and conferences which have occurred to date are included in this analysis report.

The three reports in this Green Pages project are:

- Analysis of Potential Affect
- Assessment of Test Cooperation
- Draft Evaluation Plan (preliminary and final)

This report was prepared under contract for the Office of Policy, Planning, and Evaluation, Community Services Administration. The views expressed herein are not necessarily those of CSA, but are those of the author.

ANALYSIS OF POTENTIAL AFFECT OF THE GREEN PAGES CONCEPT

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INTRODUCTION

The major purpose of this project, which began late in July, 1979, is the initial development and ground work for possible assessment studies regarding the nature and extent of impact of the "Green Pages" concept for telephone directories of low-income persons. The Green Pages concept seeks to improve the accessibility of public, non-profit, and survival human service agencies and other community information (e.g. bus routes, Zip Codes, maps, etc.) by centralizing them in a single, easy-to-find location in the phone book.

The Green Pages concept is currently suggested as:

Listing all government offices' (Federal, State, County, City, and regional) and private non-profit human service agencies' business telephone numbers in a separate, colored section of telephone directories other than the Yellow Pages. This separate section also includes listings for survival services (hospitals and ambulances), schools, and other appropriate community information, i.e. Zip Codes, public bus routes, maps, etc.

Human services listings can be provided either as a public service, or in lieu of the classified Yellow Pages listings which business telephone customers are supposed to receive at no extra cost. Listings can be arranged under functional problem headings (classifications), with a single-line of keywords or a brief services description whenever appropriate. Adequate cross-references should appear in this section and elsewhere to facilitate use of it.

A representative advisory committee or knowledgeable agencies (i.e. Information and Referral Centers, Community Action Agencies, United Way agencies, or State agencies, etc.) can compile and annually update comprehensive and effective listings for health, social, and governmental services. Other community organizations (i.e. Post Office, transit company, Police Dept., Chamber of Commerce, League of Women Voters, etc.) can help in producing accurate civic information.

If for economic reasons the 'pages' are not colored, a black border or similar eye-catching graphics will help educate the public of their existence. Other public education will be necessary to assure awareness and use.

Shortly after the origin of the Green Pages concept (January 1977) it was learned that two phone books in the country had contained similar, but partial Green Pages-type sections for two years or more. At the start of this assessment feasibility project, less than 10% of the phone directories in the country included (to some degree) colored pages for Government offices or special white pages listings for human services providers. A Brief History and Current Status of the development of the Green Pages concept are in Appendix I + II.

Project Introduction (continued)

Though the Green Pages concept is a relatively newly developed telephone directory improvement, as a result of the two AT&T recommendations (Blue Pages and revised Customer Guide), all Bell telephone companies will be improving their directories within the next two years and non-Bell companies will be a little slower. Currently, less than 20% of all editions of telephone directories include special sections listing human services, government, or community information; and naturally, there are already many variations in formats and content of these special sections.

As concerns the other 80% of the phone books, previous research into the content of Yellow Pages listings has shown that for years, often the majority of government and private non-profit health and social service agencies have not been receiving classified directory listings to which business telephone customers are entitled. This creates problems for people in need of help, who are often under stress or in crisis situations, because unless a person knows the name of a health or social service organization, he or she probably won't be able to find it in the alphabetical white pages.

In 1977, over \$200 million was spent on Information and Referral Services (which link persons in need with the appropriate services) by just four Federal agencies alone (Comptroller General's Report To Congress -- Information and Referral for People Needing Human Services: A Complex System That Should Be Improved, March 20, 1978). This figure represents only a portion of the costs for services information provided in local communities by Federal and local governments, and charitable organizations to help solve individual needs.

To best serve local needs, both the advisory groups that help in compilation and updating of community services listings and the telephone companies could benefit from evaluations of the effectiveness of the Green Pages concept for low-income persons, for whom many of the services are designed and to whom virtually all the services are available. Evaluation studies can have most benefit to the above groups now and in the near future, while these community services sections are in an early developmental stage. Because the major telephone companies will be proceeding with their set guidelines for these sections, assessment projects should begin soon to allow adequate time for 'pre-implementation' and 'post-implementation' data collection.

PROJECT OBJECTIVES:

1. Collect assessment information/indicators at sites where special sections for human services and community information have been published in the telephone books.
2. Identify and collect information on potential sites for assessment of Green Pages-type phone book sections on low-income persons.
3. Develop workable criteria for evaluating the impact of Green Pages-type phone book sections on low-income persons.

Project Introduction (continued)

PROJECT OBJECTIVES (continued):

4. Consult with American Telephone & Telegraph Company, General Telephone & Electronics Services Corporation, and other Independent telephone companies; as well as national and state utility regulatory commissions and associations, and government officials regarding evaluation issues and possible cooperation in evaluating the impact of "Green Pages"-type sections on directory users (with emphasis on the poor) to all indicators/requirements in serving the communications needs of the human services delivery system.
5. Prepare draft evaluation plans, with an assessment of test cooperation, design criteria, and feasibility concerns for ascertaining the actual extent and nature of affect of telephone directory improvements for human services and community information.

METHODOLOGY for Analysis of Potential Affect:

Four basic approaches have been utilized to formulate methods for assessing the effectiveness of the various Green Pages-type formats published in phone books.

1. Open-ended discussions, personal interviews, and structured questions with directory users (a majority of whom are low-income persons).
2. In person and telephone interviews with administrative and casework staff at various types of human service agencies and government offices that serve low-income persons (e.g. Information and Referral Centers, Community Action Agencies, Legal Services, handicapped programs, HUD offices, elected officials, CETA programs, etc.).
3. Personal and phone conferences with Bell and Independent telephone company representatives.
4. Personal and phone conferences with state utility regulatory commissioners and their staff.

The selection of sites for this analysis of potential affect study was based on these two criteria:

- a) Variety of formats for the human services listings and information, and
- b) Length of time these special pages have been included in the local directory.

For some of the areas (i.e. Salem, Ore. and Seattle, Wa.) it was decided not to conduct an extensive probe via interviews and conferences because the phone book 'pages' were too new, having been distributed only one month and four months before the on-site research was conducted. The existing sites in the project sample and the numbers of interviews and conferences are listed in Table A (next page).

Existing sites in project sample:Number of Interviews/Conferences

Place	# of months Green Pages -type section; in phone book at time of site visit	Directory Users (mostly low-income)	Agencies	Utility Commissions	Telephone Companies
1. Lincoln, Nebraska (+ rural)	20 years Blue pp. 5 years for Social Services Directory	33	16	1	1
2. Freeport, Illinois	5th year	8	6	1	1
3. Montpelier, Vermont (+ rural)	16+ months	25	6	1	1
4. Wilmington, Delaware	9+ months	19	6	1	1
5. Lexington, Kentucky	5+ months	18	13	1	1
6. Hunterdon County, N.J.	5+ months	7	5	0	1
7. Seattle, Washington	4+ months	8	8	0	2
8. Salem, Oregon (+ rural)	2-4 months	7	4	5/1	1
9. Harrisburg, Pennsylvania	16+ months	3	5	0	1
10. Boston, Massachusetts	9+ months	10	6	1	3
11. Morris County, N. J. (+ rural)	1+ months	5	5	1	1
12. by correspondence Pittsburgh, Pa.			3		
<u>Other Conferences/Correspondence:</u>					
National Association of Regulatory Utility Commissioners Convention					-
AT&T - Basking Ridge, N.J.					1
AT&T - Parsippany, N. J.					3
GTE - Stamford, Conn.					1
U.S. Independent Tel. Ass'n - Wash. D.C. (1500+ member companies)					2
Pacific NW Bell - Portland, Or.					2
GTE-NW - Beaverton, Or.					2
TOTALS		143	83	8	21/1560

SAMPLING:

Directory users were selected via the following methods:

- 1) identification of some low-income neighborhoods and poor rural communities by human service agency professional staff and government planners,
- 2) residents in systematically random houses, one per block in low-income neighborhoods (e.g. second house from SW corner of block), and
- 3) randomly on the street.

Attempts were not made to secure a valid sample size at any site due to time constraints on this exploratory research. Over half the interviews were conducted in the evening or on Saturdays when people were most likely to be around their house. There was no verification of income status, respondents were simply asked, "Do you consider yourself upper income, middle income, or low-income?" Most agency interviews were conducted via telephone during the site visits.

ABOUT THE SAMPLE:

All the persons interviewed had used a telephone and knew about the Yellow Pages. Six of the people interviewed did not subscribe to telephone service at home, and three other people said they didn't use phone books but used a piece of paper instead. The sample was about 40% male and 60% female. The following are further acknowledgements of approximate variations to normal population:

Smaller than normal populations in sample

- less than about 10% of the interviewees were under 20 years old
- less than 15% of the people were interviewed in rural areas

Larger than normal populations in sample

- approximately 60-70% of the people interviewed are "low-income"
- about 20% of the people interviewed were over 60 years old.

DATA COLLECTION:

To gather data and attitudes regarding the affect of the 'pages at existing sites, interview questions were developed to use in 'personal' or 'phone' interviews with agencies, telephone companies, and state utility commissions. Telephone interviews were not conducted with directory users due to: the need to observe directory use habits and procedures, some people don't have current phone books, and others might not have their phone book near their telephone. The following types of questions were asked:

Directory users were asked questions regarding their usage of phone books (in general, and for government, human services, or community information), their awareness of available services, ability to locate listings (a stopwatch was used occasionally), print size, readability, content, format, difficulties, suggestions, etc.. This interviewer had a copy of the local phone book available for use by the interviewee.

DATA COLLECTION (continued)

Human Service Agencies, including government offices, were asked questions regarding: current and previous data collection concerning client contacts, location of low-income neighborhoods, difficulties, affect/impact of the new directory listings, low-income persons awareness of the services delivery system, affect of compilers on effectiveness of 'pages', comments, etc..

State Utility Commissions' representatives were asked questions about whether any comments, inquiries, suggestions, or complaints had been received about the usability of the telephone books for locating gov't., human services, or community information; tariffs, any evaluative studies about the directories, and possible ways to cooperate in assessment studies, etc..

Telephone company representatives were asked questions regarding the methods of implementing the 'pages', awareness of problems in retrieval of human services listings, results of any studies or evaluations that might have been conducted, affect on the company, affect on the community, etc..

METHODOLOGICAL LIMITATIONS:

Many factors and variables should be considered prior to reviewing the data collected at sample sites and the findings in the analysis of potential affect. The following should be considered.

1. A very small sample size was used at each site. It is felt that enough interviews were conducted to indicate some general effects.
2. There is a very small thread of uniformity in phone books around the country. Some phone books are organized differently, for example:
 - white pages --there are sometimes rural and urban differences, sometimes separate listings for each community instead of the usual consolidated listings;
 - Yellow Pages--inconsistencies in use and non-use of classifications regarding human services;
 - there have been different combinations of community information appearing on some white or yellow pages (e.g. most directories include Zip Codes, but some (about 1/2) do not), hence varying directory use habits may have been formed;
 - Green Pages-type sections also vary quite widely.
3. Virtually all of the listings for human services and government have been in the alphabetical white pages, and some of them have been in the Yellow Pages.
4. Other than the Lincoln, Ne. and Freeport, Ill. directories, at the time of the on-site interviews, the average length of time that the other directory sites in the sample had included a partial Green Pages-type section equaled 6-7 months.
5. There are varying amounts of publicity about community services (i.e. television, radio, newspapers, social services directories, etc.) whether about new services programs or regular on-going efforts. As an example of the difficulties this can create, one hotline in New Jersey responded to inquiries about possible effects of the Guide To Human Services in their phone book by saying:
 - "there is little data collection"
 - "we can't assume and there isn't anyway to tell (what affect the Guide in the phone book has had)."
 - "we take the phone book to meetings at senior centers, etc., and we show the senior the Guide in it."
 - "we talk to many people, and our calls keep increasing."
6. Also, slightly varying definitions are used by agencies in the project sample to collect information (statistics) regarding "information-giving", "referral-making", and "source of reference".
7. There is no way to measure non-events, the calls not made to the elderly or poor to receive services or information.*

* from letter from Nicholas Long, PhD. (7/20/77) in reaction to 26-page transcription of first Green Pages meeting in Salem, Oregon)

Highlights of survey responses at the 11 sites in sample:

1. Green Pages-type sections are being used as shown in personal interviews at six of the 11 locations.
2. There are definite indications that Green Pages-type sections are being used by low-income persons, as shown through the personal interviews in five of the 11 locations.
3. In Lincoln, Nebraska where the Civic Section (Blue Pages) has been in the telephone book for over twenty years, more interviews (33) were conducted than elsewhere, with the following results:
 - 30 persons (or over 90%) said they've used the Blue Pages
 - Of those persons responding as to the frequency of their use of the Blue Pages, the average was 30 times per year.
 - All 30 persons said they've used the Street Directory, with an average frequency of use being about 9/year for those who responded to the question.
 - 16 persons said they've used the Zip Codes or Postal Information pages. Of the eight persons who said how frequently they've used these Zip Code pages, the average was about 24/year.
 - 9 persons said they've used the map.
 - 6 persons said they've used the Parks and Playgrounds page.
 - 5 persons said they've used the Social & Health Services Directory.
 - No one said they've used the Civil Defense and Fallout Shelters pages.
 - though over 90% of the sample knew of the Blue Pages, less than 1/4 knew that the Social & Health Services Directory was included in it now.
 - 10 of 16 agencies said that the Social & Health Services Directory in the Blue Pages is being used by clients.
 - One specialized hotline agency with statewide operations and toll-free service reported a 250% increase in calls from the Lincoln area during the first month the hotline was included in the Blue Pages. The number of calls generated by the listings in the phone book has decreased since then, but is still 100% greater than before.
4. It was unanimous at all sites by respondents that the Blue/Gray/Green or white pages guides to services is a good idea!
5. Nine of 13 agencies in Lexington, Kentucky said the number of calls to the agency have increased since the Human Service Guide has been in the local phone book.
6. Green Pages-type sections are being used by all types of human services agency staff (i.e. Information & Referral Ctrs., Community Action Orgs., United Way agencies, policemen, City Gov't., State Gov't., U.S.P.S., etc.); as well as being used by various groups in the private sector (i.e. Unions, Truckers, Travel Agents, Real Estate Agents, Chambers of Commerce, etc.).
7. Agency staff at seven of the sites say they show the 'pages' to clients (e.g. they direct people to look in the Guide To Human Services, etc.).

Analysis of Affect (cont.)

Highlights of Survey Responses:

8. Table B.

DIRECTORY USER AWARENESS of Colored Sections or Special Human Services Listings in Phone Books:

<u>Place and Names of 'PAGES'</u>	<u># of Directory Users Aware</u>	<u># of Directory Users Not Aware</u>	<u>Total</u>
COLORED PAGES:			
Lincoln Blue Pages	30	3	33
Wilmington Blue/Gray Pages	13	6	19
Boston Blue Pages	6	4	10
Seattle Blue Pages	2	6	8
* <u>Total colored pages awareness</u>	<u>51</u>	<u>19</u>	<u>70</u>
= <u>about 74% awareness</u>			
WHITE PAGES.			
Freeport Health Care & Social Services	1	7	8
Montpelier Guide To Services	8	17	25
Lexington Human Service Guide	0	18	18
Hunterdon Co. Guide To Human Services	1	6	7
Salem Community Services Numbers	2	5	7
Harrisburg Guide To Human Services	1	2	3
Morris Co. Community Services Numbers	1	4	5
* <u>Total white pages awareness</u>	<u>14</u>	<u>59</u>	<u>73</u>
= <u>about 19% awareness</u>			

9. In Vermont, directory users were asked to compare the formats for the Guide To Services in the 1979 directory with that of the 1978 Consumer's Guide To Services in the 1978 directory. Most directory users who were asked, preferred the 1978 format (which included name of agency, phone #, and some keywords as a services description) because they felt it would be more helpful than the 1979 format which listed the name and number(s), with an asterisk* to denote low-income eligibility requirement to receive services.

Analysis of Affect

Highlights of data collected in personal interviews:

10. At ASK US, Inc., an Information Referral Service in Lexington, Ky. for the last six years they've asked each telephone caller what reference source they used to find the ASK US phone number. ASK US compiled the three-page Human Service Guide in their local phone book. Their data collection categorizes references sources in these ways: Previous Contact, Television, Friend/Relative, Telephone Directory, Newspaper, Agency/Professional, Radio, Brochures, Posters, and No Data. ASK US, Inc. is simply an example, and in no way assumed to be the average example of reference sources. ASK US statistics for the first nine months of 1979, six of which were since the Human Service Guide has been in the phone book shows:

- an increase in the total number of callers (33%)
- an increase in the number of callers/day using the phone book as a reference source (2.8 callers/day)
- a project annual increase of 44.6% in the number of callers using the phone book as a reference source
- a projected annual increase of 59% in the number of callers who heard of ASK US from a friend or relative
- that a projected 35.7% of the callers to ASK US in 1979 will have already had their phone number from previous contact with them. This figure has been increasing over the last six years, with a projected 20% increase in 1979.
- a projected decrease in the number of callers who heard of ASK US from Agencies or Professionals.

11. Statistics were compiled by the Health and Welfare Planning Association of Pittsburgh to demonstrate usage levels of calls it receives for its Tel-Med tape service. The Tel-Med tape listings were published in that local directory in late November, 1978. The statistics indicate that there was a dramatic increase (about 23%) in January of 1979 after the Directory had been delivered and in people's hands for a month. It continued through March and then tapered off but has maintained itself at a level generally higher (about 15%) than the previous months in 1978. These levels are somewhat lower than 1976-77, their first year, when they did a lot of promotion for the Tel-Med service.

12. Dr. Donald Trunkey, originator of the Medical Survival Guide, says that there has been a very positive response to it, particularly in California where it has been implemented on a wider basis. He has also heard of two anecdotes of people who were able to give successful aid to persons in need by using the Medical Survival Guide.

ANALYSIS OF POTENTIAL AFFECT
of the Green Pages Concept

Tough the Green Pages concept is not a panacea for meeting the increasing needs for human services, government services, and other widely utilized community information, there seems to be many positive effects from Green Pages-type sections in communities included in this study. These effects may occur to some degree in other communities around the country. It should also be remembered that there are weaknesses in any phone book which prevent it from serving all persons.

The various effects of Green Pages-type sections, as outlined below, are generalizations geared to a model implementation of the concept. The broadest definition of human services and community information is used. The following variables in implementation methods can also have an impact.

- a) Format issues, such as content, classifications, color, placement, title, use of cross-references, services descriptions, graphics and asterisks.
 - b) The amount of publicity and public education by the companies and agencies about the Green Pages sections in phone books will have an effect of client awareness and use for information-seeking.
 - c) The knowledgeability of resources that the advisory committee or organization that compiles the human service guides does have an affect on the effectiveness of the information for consumer access.
 - d) other marketing changes made by the companies to the telephone directories.
1. The following quotes from directory users who were interviewed provides some verbalization of the potential affect:
- "I like them", "good idea", "great", "important information", "It's wonderful, if I have ever have the need for it", "good for newcomers", "for as short a list as it is, it's good", maybe will use", did not know all those agencies before seeing them in the book".
- "It's a help", "very convenient", "blue more convenient than white or yellow pages", "easiest place to find them", "I never could find them in the yellow pages", the easier you make it to find, the better".
- "likes services description", "you have to read the smaller print to know the services an agency provides".
- "real good for use of 'self-help' programs instead of having to use system(atized service delivery system)"
- "I didn't know it was in the book", "they ought to publicize it on t.v.", "placement matters, maybe it should be in the middle of the book with the map".
- "wish print were larger", "need an extra page", "things left out, not enough headings", "wasted space for graphics", graphics (pictures) make things seem great and nice, when rarely is that so",
- "All agencies should be listed, especially when it comes down to these services; it's got to be easy-to-find, save time, otherwise (people) might not find them".

ANALYSIS OF POTENTIAL AFFECT (continued)

1. (continued) One woman was glad when she saw the Guide To Human Services for the first time during the interview and immediately found a new service for her handicapped husband.

None of the directory users who were interviewed did not think these special pages in the phone books are a good idea.

Each community has different services and slightly different problems, but it's thought that the following effects can potentially occur in most communities:

2. People will use the new human services and community information sections.
3. The percentage of both low-income persons and the general population who find the phone numbers of human service agencies in the telephone book will increase. This will save them time and frustrations in having to seek the information to help solve their needs elsewhere.
4. Directory users will become more aware of the human services delivery system and government. As an example, five months after the Human Service Guide was included in the phone book in Lexington, Ky., nine of 13 agencies said the number of calls they'd received had gone up.
5. People will be more aware and tend to use them more if services listings and community information (i.e. Zip Codes, Street Directory, map, etc.) is on easily readable colored paper (non-yellow). ---See Table B---
6. Placement of the special 'page' or 'pages' within a phone book will make a difference in the populations' awareness and potential usage.
7. The length of time a Green Pages-type section is in a phone book will increase awareness and hence potential usage of it.
8. By giving easier and more direct access to so many people, the Green Pages sections will bring the human services delivery system and the government closer to the client and potential client.
9. Self-help: The phone book itself is a self-help tool. Green Pages-type sections will increase awareness of self-help groups (i.e. Alcoholics Anonymous, medical and grief helping groupd, etc.) and other small bolunteer efforts.
10. Natural Networks: Green Pages-type sections will be an aid to people in need via thier own natural networks of relatives and friends who may become aware of service programs to help them. For example, the largest increase in usage of reference sources to receive the ASK US, Inc. (Lex., Ky.) phone number was by those persons who received the number from relatives or friends.
11. Outreach Services and Rural Awareness: There will be increases in capabilities for Outreach and rural awareness, as shown by two agencies in Salem, Ore. that reported increases in the number of clients from outlying (rural) areas since the Community Services Numbers have been included in their phone book.

ANALYSIS OF POTENTIAL AFFECT (continued)

12. Volunteerism: Green Pages-type sections will be an aid to volunteerism by increasing awareness of human problems, as well as by enhancing the choice of available opportunities for volunteering. As examples ----
 - 1- A women's resource group(in Lex., Ky.) said, "Two mothers(clients) and two volunteers just recently got in touch with us after finding us in the Human Service Guide. One of the volunteers is new in town and was "just looking in the book" (when she discovered us)."
 - 2- An attitude survey pertaining to human services showed 81% of the respondents either agreed or strongly agreed with the statement: "The more people are aware of human problems, the more they can participate." (Human Services: A Needs and Attitudes Survey, Jim Long, City of Forest Grove and Wash. Co. Community Action Organization, Oregon, March 1974.)
13. Implementation of the Green Pages concept will have an affect on school studies of community information resources. The phone book will be discussed in many more schools as a resource than the three now known to this researcher. Its use will be facilitated for younger persons.
14. Telephone directory improvements for human services will save agency staff some time, allowing them to better serve their clients' problems.
15. More accessible human services and community information in phone books will also help conserve energy and transportation costs by offering more direct access to information and services. Phone books including Bus routes, Maps, and Street Guides can be particularly helpful in finding the shortest way to travel from one place to another.
16. The human services listings in a Green Pages-type section will not necessarily be the most used part of the section. Listings for Government offices, Zip Codes, Street Directory, a map, and other information would probably be used more frequently by most directory users. Overall, there will be an increased use of the phone book.
17. Though the Green Pages concept is designed to create improved access and at the same time relieve frustrations, some frustrations may be created through the various implementation methods:
 - a) At Community Services Numbers locations, some Information and Referral Centers said they've been getting calls requesting Directory Assistance because their agency is listed under Information and Referral on pages 2 and 3 of the directories, which leads some callers into the frustration of calling the wrong number.
 - b) Since many people will be learning of service programs they didn't previously know existed, expectations of potential clients will increase. Increases in the number of requests for services may result in agencies forming waiting lists, and hence some delays and frustrations for potential clients.

ANALYSIS OF POTENTIAL AFFECT (continued)

18. Some people will still not be able to locate the phone numbers of offices they need to contact. Some people won't be able to decide which agency is the one they want, while others would rather be told where to go.
19. Services descriptions for each agency's services, including eligibility requirements, hours of operation, etc. will be helpful as prospective clients make decisions as to the appropriate agency to contact. Human services listings lacking services descriptions can cause frustrations to people who spend time and energy traveling and applying for services and then finding out they aren't eligible for the specific service programs.
20. Telephone directories will be published and distributed for a long time. However, the Green Pages concept will also have an impact on the establishment of human services information retrieval systems available for use with some of the new telecommunications systems which will become more available in the future, e.g. the Bell Home Information Center, ViewerData, and others. These home information-shopping-entertainment systems can retrieve all types of information, such as, airplane, train, and bus schedules; movies; sporting events; or eligibility requirements, fees, office hours, etc. for service agencies and professionals. The extent of accessibility to low-income people of systems as the Bell Home Information Center will depend upon its regulation, costs of it, decentralization of it, and the establishment of standards of accessibility to basic information by all people.
21. Due to the continuing increases in calls to Information and Referral Services, they will still be requested to help many people who seek information or referrals to help solve their problems.
22. Avenues of citizen participation in decision-making by government and human services agencies can be fostered.
23. American Telephone & Telegraph Co. representatives reported that they expect a resistance to change factor of about 20% within the community to their split of the white pages into residence, business, and government listings sections.

An analysis of the strengths and weaknesses of current Green Pages-type sections is not included in this report.

ANALYSIS OF POTENTIAL AFFECT (continued)

The following are characteristics of telephone service, the phone book's usability as printed matter, and limits in its distribution which prevent it from being a totally effective community information resource tool.

- a) Lots of people can't afford home telephones and some can't afford a 10¢ phone call. About 4% of all American homes don't have telephones. This means that over three million American homes don't have phones, and the majority of them don't have telephone directories.
- b) One segment of the population (physically handicapped, arthritic, frail, etc.) can't use the directories because their size makes them unwieldy. Another segment of the population can't see the small print use in directories due to blindness or other vision impairments.
- c) Some people won't be able to use the Green Pages because they lack adequate knowledge of the English language and/or have limited reading abilities.
- d) There is a noticeable distinction between a needy prospective client who knows about a service, and whether that prospective client actually receives that service. Some people lack the ability to get to the services, due to handicaps and/or lack of transportation.
- e) Some people do not have a radio, television, newspapers, etc., and even a strong publicity program might not make them aware of the existence of the 'pages' in the phone book.
- f) There are some people who for some reasons simply don't use the phone book, but use directory assistance for numbers they don't know.

However, though the above persons do have barriers to using the "Green Pages", many of them do have access to telephone service and human services with some help from friends, businesses, and phone booths.

History of the Green Pages Concept
(January 1977 to January 1980)

A Brief Early History (1/77-7/78):

In Hillsboro, Oregon (1/77), a concerted effort began to improve the accessibility of human services listings and other community information (i.e. Zip Codes, Bus Routes, maps, etc.) via an easy-to-find section of the phone book called the "Green Pages". In an April meeting at the State Capitol, 25 persons attended, representing the telephone industry (Pacific NW Bell, GTE/NW, and the Oregon Independent Tele. Assoc.), the Public Utility Commissioner's office, the Governor's office, Federal Info. Center, other state and local non-profit agencies, as well as some information specialists. All present agreed that there is an increasing problem in locating services and accessing this information, and, that discussions about the problem and the suggested telephone directory improvements continue.

As the "Green Pages" concept was discussed later that spring, it was learned that two Independent telephone companies had begun including special page(s) for human services listings in some of their directories in 1975. Lincoln Tel. & Tel. Co. (Nebraska) added a Social & Health Services Directory to its local phone book at the end of the 16-page Blue Pages section which has contained a Street Directory, Zip Codes, a map, and various civic information for about 20 years. Northwestern Telephone Co. (Freeport, Ill.) added a single white page of Health Care and Social Services to its local directory which contains civic information and a 2-page map at the front of the yellow section. Both companies reported positive responses to these efforts.

It was also learned of other separate efforts. Back in 1973, Mrs. R.H. Hawthorn (Harrisburg, Pa.) began compiling and producing thousands of single-sheet Human Service Guides annually to post around her community in hopes of increasing the accessibility to these essential services. In the spring of 1977, about the same time as the Green Pages origin in Oregon, Vermont Secretary of State James Guest requested that NE Bell Telephone Co. include a Consumer's Guide To Services at the front of their phone books in that state.

Within a few months and after some publicity, a few more groups around the country started getting involved, including the Federal Information Centers Program (GSA), which also presented the Green Pages concept to AT&T later that spring. Then, during that summer and into 1978, the Federal Information Centers Program developed some model Easy Reference Lists in cooperation with AT&T for their Blue Pages trials in Little Rock, Chicago, and Boston, and a white pages trial by Pacific Tel. & Tel. in Sacramento. This is the extent of FIC involvement.

A survey conducted in Washington County, Oregon (7/77) showed the following responses to the question:

In the long-range future, do you think there should be a
'community information' section in the phone book? --Yes or No?--
87 persons said Yes, 1 person said No, and 21 persons did not answer.

Among other things, that survey indicated that 74% of the respondents felt that the agency listings in phone books should include a brief services description. These and other results of the Green Pages Survey were used along with input from an advisory committee to compile four pages of human services listings (248 listings in all). A single-page listing all Oregon Zip Codes was also produced that August.

A more detailed history of the Green Pages Concept with a discussion of related issues (i.e. design criteria, content, formats, models, legal and financial considerations, survey results, benefits, etc.) is in a 157-page report submitted to the Office of the Ass't Secretary of HEW for Planning and Evaluation (Wash. D.C; July '78).

Recent History of the Green Pages concept (July 1978 - January 1980):

Things started to happen fairly rapidly . . .

In July '78, when the HEW report, The Green Pages Concept, was completed, there were ten telephone directories in the country known to include partial Green Pages-type sections or 'pages'. Eight of the ten directories included the special section for the first time within the preceding year.

In the summer and fall of '78, AT&T's Consumer Affairs Department conducted well-rehearsed focus groups in some major cities around the country regarding their revised Customer Guide as displayed in the Cleveland prototype.

In the summer and fall of '78, copies of the HEW report were shared with AT&T, other major telephone companies, and other interested groups. This continued throughout 1979.

On Nov. 30, 1979, the Deputy Public Utility Commissioner of Oregon stated during a television interview that his office was convinced that telephone directory listings for public and non-profit human services are inadequate, and that his office would hold public hearings about the Green Pages concept in the future.

From Nov. to March, Mrs. R.H. Hawthorn (Hbg., Pa.) developed a prototype Guide To Human Services (3pp.) to conform with AT&T's guidelines, for use as an aid in coordination.

In January, '79, under the threat of state legislation to mandate inclusion of Green Pages-type sections in all telephone books in Oregon, Pacific NW Bell, GTE/NW, and the Oregon Independent Telephone Assoc. agreed to a compromise for including these special sections in phone books. The State Representative involved in this compromise then decided not to formally introduce the legislation.

In January '79, AT&T recommended to all Bell Telephone companies to revise and expand the introductory pages (formerly named 'Call Guide', and now named 'Customer Guide') and include in it a short 2-3 page section for 'Community Services Numbers'. The Bell Community Services Numbers sections and variations of it will appear on pages 2 + 3 of all Bell directories.

Then, in February, General Telephone & Electronics Services Corporation recommended to all local GTE operating companies to proceed with a Guide To Human Services (on white pages) at the front of the alphabetical listings, and to work with advisory groups to compile the guide. However, GTE feels that initiation of this project at the local level should come from interested community groups.

In March, the GTE of Kentucky phone books for Lexington were distributed with a Human Service Guide (similar to the Lincoln, Neb. guide with addresses and services descriptions) on white pages 13-15. Plans are under way to include similar sections in their other directories in that state.

Within the last 1½ years, some companies (both Bell and Independent) have included a seven or eight-page first-aid oriented Medical Survival Guide which is copyrighted by Pacific Telephone & Telegraph Company. The eighth page of the guide, which is included only in some editions, provides Earthquake disaster information.

Current Status of the Green Pages concept (cont.):

The U.S. Postal Service developed an agreement with the Bell System to purchase pages in directories of multi-coded areas (urban areas) for listing Zip Code street guides and/or Zip Code maps. After a marketing analysis, the Postal Service found this method to be less expensive but with greater accessibility than the previous system of all those localized and national Zip Code directories. The Postal Service and Bell have also been working on the single-page state-wide Zip Code list (similar to the one produced in Oregon) for other states also.

By mid-1979, all current phone books in Vermont had included a Guide To Services (compiled by the Secretary of State's office) on pages 2 + 3 of the directory.

Some United Telephone Companies have also published Guides To Human Services in some of their directories.

The California Dept. of Consumer Affairs successfully negotiated with Pacific Telephone & Telegraph Co. a state-wide agreement to include in the next series of Yellow Pages state-wide, specific information regarding the complaint handling procedures utilized by the Dept. and regulatory boards under its auspices.

The California Senate passed a law (on yearly review) which removes from the California P.U.C. jurisdiction over the content of classified telephone directories.

In July of 1979, the U.S. Independent Telephone Association (USITA) sent a four-page bulletin about 'Telephone Directory Inserts' to all of its 1500+ member companies. The Independent telephone companies provide service to over 30 million non-Bell system telephones. The bulletin gave some background, evaluated briefly some types of 'directory inserts', advantages to them, and offered further information and these models upon request to USITA:

Civic Section (Lincoln Telephone & Telegraph Co.)
Customer Guide (AT&T)
Survival Guide (Pacific T&T)
+ Marketing information

Also in July, the U.S. Community Services Administration awarded a contract to conduct an assessment of the feasibility of formally evaluating the affect of the Green Pages concept, and to develop a draft plan for it.

In September, Project SHARE (part of Aspen Systems Corp., an HEW contractor) began distributing copies of a summary report, minus models, The Green Pages Concept (64 pages). AT&T, GTE, and USITA also received copies of this summary report. By December, requests for over 300 copies of the report had been received. The HEW report, The Green Pages Concept, can be obtained free from:

Project SHARE
P.O. Box 2309
Rockville, Maryland 20852

Current Status of the Green Pages Concept (continued):

* AT&T reported on November 27, 1979, that in a letter effective on that day, they had strongly recommended to all Bell operating companies in this country, to make a major split in the white pages sections of all directories. This split of alphabetical listings divides telephone customers into residences, businesses, and government sections. The residences section will contain a 'surname highlight'. The government section will be blue and will include listings for Federal, State, County, City Government Offices; Public Schools; an Easy Reference List of public services; Zip Codes; and as local company options, bus routes and/or other civic information can be included. *

About a dozen state utility commissions had expressed an interest in the Green Pages idea. In early December, at the National Association of Regulatory Utility Commissioners Convention in Atlanta, summary information about the Green Pages concept and the CSA Assessment Feasibility project was well circulated via over 900 of the packets received by participants upon registration at the conference. Over a dozen copies of the summary report were distributed, as well as many copies of the prototype Guide To Human Services developed by Mrs. R. H. Hawthorn of Harrisburg, Pa..

The next week at AT&T, Directory Dept. representatives stated that there are 40 editions of Bell telephone directories around the country that contain Blue Pages.

Summary of CURRENT STATUS of the Green Pages concept:

With the 1979 recommendations by AT&T for the Bell System Blue Pages and the revised Customer Guides containing Community Services Numbers, and GTE Service Corp.'s reported recommendation for a Guide To Human Services, progress will continue for consumer access improvements in telephone directories. Rural areas, which are mostly served by non-Bell Independent companies, will be slower to implement any pages. AT&T Supervisors say that 9 of the 19 Bell companies have begun implementation of the new revised Customer Guide, and that within three years all urban areas with over 100,000 populations that are served by the Bell System will include their Blue Pages. It should be noted that all the 'PAGES' published in phone books around the country so far are in variance with most of the results of the original Green Pages survey, and hence the Green Pages concept.

The following table gives annual estimates and projections of the number of editions of telephone books in the country which have included or will include either:

- a) an easy-to-find colored section for human services, government, civic information, or other community information, or
- b) a special white page or pages for human services listings.

	<u>Years</u>	<u>a)colored sections</u>	<u>b)special white pages</u>	<u>Total</u>
	1950's-1974	1	0	1
	1975-6	1	1	2
	1977	2	4	6
estimates-	1978	5	11	16
"	- 1979	41	100-250	150+
projections-	1980	250+	1500+	1750+
"	- 1981	600+	2400+	2600+
"	- 1982	1100+	3000+	3000+
	etc.			

It is estimated that at the beginning of 1980, less than 20% of all copies of current phone books (or less than about 7% of all editions) included a Green Pages-type section on white or colored paper. Many models of Green, Blue, Gray, or white paged Human Service Guides now exist within Bell companies and among Independent companies with regards to format, content, classifications, length, public education programs, etc.. Or, in other words, about 80% of the phone books in the country don't include special listings for human services and/or community information in an easy-to-find section. And, it appears that there are still both inadequacies and inconsistencies in the Yellow Pages sections of many phone books regarding human services listings.

In most instances, advisory groups or organizations knowledgeable about available local human service programs have been compiling and up-dating the listings, services descriptions, and related community information. It has been reported that some Independent companies favor expansion of the special sections in this year's edition of the directory. In all cases known to date, it is understood that the telephone companies are considering it a public service (as part of their public utility responsibility) to include the 'PAGES'.

By January, Project SHARE (HEW) had received requests for over 580 copies of the report, The Green Pages Concept. About 300 inquiries have been received by Mrs. R. H. Hawthorn (Harrisburg, Pa.) for copies of her prototype and/or the short Guide To Compiling a Human Service Guide. "At least 200, and maybe 300" inquiries have been received by Dr. Donald Trunkey, Chief of Surgery at San Francisco General Hospital, who originated the first aid-oriented Medical Survival Guide. Over 350 inquiries about the Green Pages concept have been received by this researcher from 35 states plus three from Canada.

Analysis of Potential Affect

EXAMINATION OF SECONDARY SOURCES Regarding Information Needs and Information Seeking Ability of Low-Income People

- A. Use of the Mass Media by the Urban Poor, Bradley S. Greenberg and Brenda Dervin, Praeger Publishers, 1970

Selected quotes:

from Preface - The extensive literature available in communications fields has virtually ignored the segment of the population that is poor and/or black."

page 100 - "Distrust of the establishment is not the only factor in low use of and reference to professional caretakers. Several researchers suggest that much of the problem is simply lack of Information.⁴⁸ Lack of familiarity and participation (by the poor) in organizations means little understanding of bureaucracies. The poor often do not know that certain caretaking agencies exist and they have no means of getting the information that would lead them to these resources.

- B. The Information-Poor in America, Thomas Childers, Scarecrow Press, 1975

Selected quotes:

page 12 Knowledge/Information? There are writers who equate learning, education, knowledge, and information.

page 16 (Information) Need can be traced in three major ways: what people say, what people do, and what people are.

page 18 Indexing in the social sciences has always been less than satisfactory.

page 33 There is a kind of social embargo against a great body of externally generated information. It is the information that is typically communicated through informal channels outside the disadvantaged communities, or through the printed mass media.

page 35 Study after study attests to disadvantaged adult's widespread lack of information when compared with his "average" counterpart on any number of topics. The studies suggest that all people need essentially the same kind of information to survive in this society, but the disadvantaged individual needs large remedial doses of information in order to bring him up to "information par" with the rest of society.

page 37 (Disadvantaged adults) will respond to needs that are of crisis or near crisis nature, for instance, he (she) may seek new housing only after being evicted. He (she) is not disposed to recognize or respond to his own potential (long-term) needs.

EXAMINATION OF SECONDARY SOURCES (continued):

B. The Information-Poor in America, Thomas Childers (continued)

- page 39 It is true that the average American adult spends more time with the electronic than with the print media. But it is also true that the urban disadvantaged adult spends even more of his time with the electronic media than the average adult.
- Ordinarily, the electronic media contain more "ends" information; the print media, more "means" information (677, p. 330).
- page 40 . . the strong non-print orientation of the disadvantaged adult is the primary cause of his relatively greater ignorance of where to turn.
- page 41 It is tempting to speculate on impact from the many surveys of expressed information need and use, and channel use. However, there is no reason to assume that an expressed use of information is an actual use, or that an expressed impact is an actual impact.
- page 42 It is uncertain what impact information has. Little is known about:
- How the quality of life of the individual or community changes in the short or long term as the result of information
 - The impact of information on individual and community demands on social and private service service agencies
 - How information affects actual decisions made
 - How it affects the decision-making or problem-solving processes
 - The relative impact of information from various channels
 - The relative importance of information in making decisions in various areas
 - How forces within and around the individual influence him to act or not act on new information

Childers describes the following groups of disadvantaged adults:

Mexican-Americans, Puerto Ricans, and Other Spanish-Speaking	
American Indians and Eskimos	
Poor Black and White Americans	
Appalachians	Aging Adults
Poor Farmers	Prisoners
Migrant Workers	The Blind or Deaf

C. Current Perspectives in Mass Communication Research, Chapter 7,
Environment of the Urban Poor, Bradley Green berg, Brenda Dervin,
Sage Publications, 1972

- page 224 "Little is known about the diffusion of information either within the ghetto or between the major society and the ghetto."

Analysis of Potential Affect

EXAMINATION OF SECONDARY SOURCES (continued):

- D. Information For the Community, Manfred Kochen, Joseph C. Donahue, American Library Association, 1976, Chapter 2 "The Everyday Information Needs of the Average Citizen: A Taxonomy for Analysis", Brenda Dervin

Selected quotes:

. . . the differing perceptions of citizens may well act as barriers to information accessibility.

Literature on Great Britain's Citizens' Advice Bureaux indicates that CAB services go beyond information to advocacy in as much as 40 percent of their cases (Bernard et al., 1968; Kahn et al. 1966; National Citizens' Advice Bureaux Committee, 1961; Ogg, 1969; Zucker, 1965).

The research also suggests that a "law of least effort" is a strong factor in source use. People generally use sources and services close to their residences, preferring not to comparison shop.

. . . findings suggest that individuals who have failed in their attempts to secure information for problem solving in the past believe that their problems have no solution and consequently stop trying.

Conclusions: Clearly, then, an individual citizen's ability to cope with a given need is no better than the sources and solutions available to him. Thus, practitioners interested in helping the citizen with his needs must strive to identify information not as though it existed as an entity in itself, but as a process, defining its nature in the social context in which it exists.

Some Related Research by Telephone Companies

The major telephone companies have done some surveys regarding the Blue Pages sections and the new introductory section (Customer Guide). Almost all the results of the company sponsored surveys are considered proprietary information and are not available to people outside the company. The following very briefly describes some of the research conducted by or for the companies, and some of the available results.

American Telephone & Telegraph Company -

AT&T has done studies about information retrieval in the Yellow Pages, however, because the Yellow Pages field is highly competitive, the results of these studies are also considered to be very proprietary.

AT&T would like to consider the results of their Blue Pages studies proprietary.

The AT&T Supervisor-Directory Standards and Development offered a brief synopsis of the results of the four-city trial of Blue Pages it had conducted, and the new guidelines for them.* As you remember, the FIC Program (GSA) had compiled the Easy Reference List for these trials.

"Survey Highlights:

Survey of users in the trial cities show that customers were favorable toward the Blue Pages concept, particularly with the functionalized, keyword Easy Reference List contained in the Blue Pages.

Reasons for liking the separate government section included:

- Easier to find.
- Know where to look.
- Government numbers are all together on special pages.

In addition, the proportion of people successfully finding government listings increased significantly."

"As with any fundamental change in the design and format of a product, (AT&T believes) it will take some time before customers are totally familiar with the Blue Pages, and they achieve maximum customer usefulness.

We believe, however, that the Blue Pages for government is an idea whose time has come, that they will continue to improve in usefulness and will become an important link in bringing the public into more direct access to government offices and services."*

AT&T reported that Ohio Bell found customers in Cleveland were not aware (of the pages). AT&T also reported that in Chicago, 90 days after the directories were distributed with the Blue Pages section, less than 25% of the people were aware of it.

Bell Telephone Company of Pennsylvania -

Bell of Pennsylvania did a survey in Wilmington, Dela. about the Blue/Gray Pages. The general reaction was "fantastic", "tremendous". They found that people don't know the Blue/Gray Pages are in the phone book. The results of the survey are proprietary.

* from letter, John Kenney, AT&T to Don Knenlein, Federal Information Centers Program (12/3/79)

Some Related Research by Telephone Companies (cont.)

New England Bell Telephone Company -

New England Bell did a general study in St. Albans, Vermont of the information pages (18-page Call Guide) in the front of the phone book. The Guide To Services is only two of the eighteen pages. The purpose of the study was to determine the average customer's reaction to the revised Call Guide. Nearly 3% (330) of the customers responded to the requests for opinions. These are some of the results:

- 85% of the respondents have regularly/occasionally used this kind of information in previous phone books.
- 99% of the respondents found that the general format of the redesigned section makes it very easy/fairly easy to find what they want.
- 99% of the respondents found that particular kinds of information in this redesigned section are very useful or fairly useful.
- 97% responded that they might consult this redesigned section of their phone book regularly or occasionally.
- Of the 109 comments received, some were suggestions, some were complaints, many were complimentary, and fourteen (13%) were directly positive about the Guide To Services.

New Jersey Bell Telephone Company -

N.J. Bell had a valid survey (300 phone interviews) conducted regarding the new Customer Guide in Atlantic City. Some of the results showed:

- 87.7% of the respondents rated Community Services Numbers either very useful or somewhat useful.
- 31.6% of the respondents said they liked specific new information in the new Customer Guide, and the most often mentioned section of the Customer Guide was Community Services Numbers (by maybe 1/3 of them).

Pacific Northwest Bell Telephone Company -

PNB produced Community Services Numbers with LARGER letters and in Braille for vision impaired persons, and they are doing related studies of its use.

General Telephone & Electronics Services Corporation -

The GTE Services Corporation contracted for Focus Groups to be conducted regarding directories in Tampa, Fla., Erie, Pa., and Santa Monica, California. There were 9 groups, three at each site, containing 1) housewives, 2) male and female business people, and 3) male and female advertisers. Models of a Gov't. section and Guide To Human Services were highly received. Models of community information (definition unknown) were not well received. The actual results of the Focus Groups are considered proprietary information and were not available.

Lincoln Telephone & Telegraph Company-

LT&T has conducted no surveys, but simply believes in including in their phone books the Blue/Green Pages.

WORKING CRITERIA (to use to assess the extent and nature of impact of
Green Pages-type sections on directory users (w/ emphasis on L-I)

1. Green Pages sections are designed to enhance informed choice among available human services
2. Green Pages listings are designed to enhance the information-seeking and processing skills of clients and prospective clients.
3. Green Pages users report a positive effect (more direct access) to services accessibility.
4. A similar quality of Green Pages-type listings are available to all current and prospective clients. (standards of accessibility)
5. Green Pages are equally available (+used by) all able directory users regardless of geographic residence, sex, ethnicity (e.g. Spanish-speakers and readers, etc.), socio-economic status, or handicap.
6. Green Pagetype listings and printed information content is readable, accurate, and understandable.
7. Green Pages providers (telephone companies and advisory committees) use on-going evaluation process to improve their services listings and community information.
8. Amount of use of GP
9. Awareness of pages by Low-income and general population
10. Awareness of services delivery system by Low-income and general population.
11. Frustration levels -- in finding h.s. in p.b.
-- in knowing which one is app. ag (amb. titles)
-- knowing vs. obtaining --waiting lists
12. Changes in References sources, There is more use of the phone book by clients, prospective clients, and the family and friends of prospective clients (natural networks).
13. Energy- savings in gas/transportation (# of app. contacts, inc. walk-ins)
14. different services i.e. EIC?OIC might have different criteria than emerg. services.

ASSESSMENT OF TEST COOPERATION
To Preliminary Evaluation Plan For The GREEN PAGES Concept

The purpose of this report is to provide an analysis of cooperation in possible evaluative studies of the extent and nature of affect of the Green Pages concept on directory users (both poor and non-poor). Cooperation and coordination from both government and non-government agencies, utility commissions, and telephone companies to conduct a more formal assessment than the Analysis of Potential Affect report (1/23/80). As one directory manager for a major east coast telephone company said back in 1977, "it will take 120% cooperation from all sides" for implementation of Green Pages-type sections. A Preliminary Draft Evaluation Plan, including basic methodologies and data collection requirements, was circulated in the first half of February to relevant groups at some potential evaluation sites, with questions to solicit responses concerning possible avenues of cooperation and coordination.

The Draft Evaluation Plan was circulated to eighteen of the groups listed below, and as of Feb, 26, 1980, only three written responses had been received, and ten groups responded via telephone solicitation. Though many geographic areas could be considered as potential test sites, the following is a list of groups which had shown an interest in this project.

Kentucky - General Telephone of Kentucky (for Morehead Ky. phone book)
Ask Us, Inc, and Information Referral Service in Lexington, which
has been providing consultation about Human Service Guides to
groups in other areas served by GTE-Ky.
Kentucky Public Service Commission

Nebraska - Lincoln Telephone & Telegraph Company (possibly for rural areas)
Nebraska Public Service Commission

Oregon - General Telephone Company of the Northwest
- Pacific Northwest Bell
- Oregon Independent Telephone Association
- Public Utility Commissioner of Oregon
- agencies, including Oregon Educational Information Centers Project

Massachusetts - Mayflower Retired Seniors Volunteer Program, Plymouth, Mass.;
they have a human services directory that covers an area
served by about ten NE Bell small telephone directories
- New England Bell Telephone Company

New Jersey - New Jersey Telephone Company, Clinton, New Jersey
- St. Clare's Hospital, Consultation & Education Dept.
- American Telephone & Telegraph Company, Basking Ridge + Parsippany, N.J.
(Though AT&T doesn't publish directories, they do make recommendations
to Bell telephone companies about them, and could be helpful.)

Illinois - Northwestern Telephone Company, Freeport, Illinois

District of Columbia - U.S. Independent Telephone Association
- Federal Information Centers Program (GSA)

Some other agencies and commissions that have expressed an interest or openness to participating in possible assessment studies are located in: Kansas; Arizona; Manassas, Virginia; Cheyenne, Wyoming; Atlanta, Georgia; California; Wisconsin; New York, etc..

The following areas of cooperation and coordination have been identified as possible important factors to at least one if not all of the research techniques outlined in the Draft Evaluation Plan. The necessity for cooperation and coordination in the below activities is dependent primarily upon which of the six possible formats for Green Pages-type sections is utilized in an evaluation plan. Naturally, if existing telephone company procedures and guidelines for inclusion of the sections are adhered to, less cooperation and coordination will be required for evaluative studies.

Potential Areas of Cooperation and Coordination (if existing practices do not suffice):

1. Content of the section or page(s) -- (one of the six basic types of Green Pages-type sections)
2. Process of development of the special sections -
 - a- Existing practices (GTE-Ky.)
 - b- By Advisory Committee
 - c- By knowledgeable agency
 - d- By Project Staff (via survey and/or advisory committee)
 - e- By Telephone Company
3. Formats for:
 - a) Human Services classified under problem headings
 - all agencies or some;
 - agency name and phone number;
 - agency name, address, and phone number;
 - agency name, address, phone number, and a brief services description (i.e. GTE, Ky.)
 - b) Community Information
(Gov't listings, Zip Codes, Map(s), Bus routes, etc.)
 - c) Other Telephone Directory Supplemental pages
(e.g. Medical Survival Guide, Consumer Regulatory Info., etc.)
4. Design Criteria (if different existing company practices)
 - Criteria for Inclusion - Length
 - Placement - Color
 - Prominence for crisis services
 - Special formats for particular fields of service provision.
5. Timing of directory cycles (example, if two sites within the same state were used in evaluation plan for perhaps 2-5 years)
6. Publicity about the special sections by the companies and agencies
7. Telephone Directory Distribution procedures
(if some books in some neighborhoods are to include the special 'pages', and other books serving the same general area are not to include them.)
8. Possible use of phone company mailing lists (for anonymous survey sampling).
9. Data Collection Procedures (before and after implementation of the 'pages'.
10. Possible extra and new costs, if not paid by Evaluation Study funding source:
 - compilation and lay-out of the 'pages'
 - cost of colored pages and/or extra pages
 - extra binding or distribution costs
 - company and agency assistance with data collection
 - publicity

Reactions to Preliminary Draft Evaluation Plan and related questions:

Due to the nature of this project, the following, mostly verbal responses should be considered as opinions, and not binding conditions.

General Telephone of Kentucky:

- must fit into their system of doing 'pages', with centralized government listings.
- use existing format for Human Service Guide
 - 1-2 pages with agencies listed under alphabetical headings with brief description of available service (white paper)
- Potential site - Morehead, Kentucky - Directory distributed November, 1980
 - population of about 10,000 including surrounding towns
 - in Appalachia
 - no Information & Referral Center
 - Rowan County Seat

Other sites: Somerset and Elizabethtown Directories to be distributed with guide in July, 1980

Lincoln Telephone & Telegraph Company (Nebraska):

- LT&T's rural telephone directories would not include as much in a Blue Pages-type section as the Lincoln, Nebraska directory does.
- Whether LT&T proceeds to make similar improvements in rural directories depends upon need and cost.
- suggested possible potential site: Hamilton County Telephone Company provides extended service to county seat.

U. S. Independent Telephone Association - USITA - (Wash. D.C.):

The USITA Commercial Committee, consisting of representatives of the major non-Bell telephone companies, may be proceeding in a different direction than the Bell companies. Though all the major Independent companies have at least one phone book with some directory improvements related to the Green Pages concept, the USITA coordinating guidelines are currently being formulated.

Northwestern Telephone Company (Freeport, Illinois):

This company is now part of the Continental Telephone System.
(see attached letter)

New Jersey Telephone Company (Clinton, New Jersey):

N.J. Telephone Company's Sussex County, N.J. Telephone Directory will be distributed in April of 1980 with a white paged Guide To Human Services. This Sussex County directory will be the last of their four phone books to include the Guide To Human Services.

General Telephone Company of the Northwest (Beaverton, Oregon):

No response yet. The packet containing the Preliminary Draft Evaluation Plan and questions related to cooperation and coordination was sent by them to their General home office in Everett, Washington. Hope to receive response in early March.

Reactions to Preliminary Draft Evaluation Plan and related questions:
(continued)

American Telephone & Telegraph Company (Basking Ridge and Parsippany, New Jersey):

AT&T does not publish telephone directories itself, however in January and November of 1979 they made recommendations to all local Bell operating telephone companies. These recommendations concerned:

- a) the revised Customer Guide at the front of the directories, and
- b) the three-way split of the alphabetical white pages, into: residences, businesses, + government (Blue Pages).

AT&T Consumer Affairs Dept.

AT&T is not really interested in doing any testing regarding the revised Customer Guide (including Community Numbers Sections). AT&T is going to stay in their format for a number of years (3-4 ?). They'd like to cooperate, but they don't see themselves changing the format. Maybe in a couple of years, they'd like to test it. AT&T would be testing it on their own someday. Local Bell companies are free to do studies. About half the Bell System telephone directories will have the revised Customer Guide (formerly named Call Guide) by the end of the year.

AT&T Directory Dept.

They're position is quite clear, ----- Blue Pages = strictly Government
They don't intend to do another color.

Pacific Northwest Bell Telephone Company (Seattle):

PNB's response is the same as AT&T's.

New England Bell Telephone Company (Boston):

No response

Reactions by utility commissions to Preliminary Draft Evaluation Plan and related questions:

Three of the eight utility commissions that were mailed the Preliminary Draft Evaluation plan had given responses to questions regarding required cooperation an coordination with their office in an evaluation plan. The response from the Kansas State Corporation Commission was the only one received in writing, and all responses should be considered opinions.

1. Would the utility commission be agreeable to allowing a telephone company to include special Green Pages-type sections in some directories in one service area, but not in all directories? The directories would include all the same telephone listings, but not necessarily the same community services information. The different editions of the directories would be distributed to some neighborhoods, but not to others.

Kansas State Corporation Commission: A. Yes

Kentucky Public Service Commission: A. Yes (on a test basis, no problem)

Oregon Public Utility Commissioner staff: Yes (for different cities)

No (for different neighborhoods)

2. Would utility commission approval be necessary to permit use of a telephone company's mailing list for anonymous sampling if an attitude survey is part of an evaluation of the Green Pages concept?

Kansas S.C.C.: A. No (I don't believe approval should be necessary.)

Kentucky P.S.C.: A. No (it wouldn't be a problem)

Oregon P.U.C.: A. Yes, or the Commissioner could require that a survey be done.

They don't like companies to make mailing lists available.

Exceptions possible.

3. Do you think that the utility commission would need to be consulted if different combinations of community information were to be included in a specific area's telephone directories, and any extra costs were paid for by the Evaluation Project?

Kansas S.C.C.: Yes, approval required.

Kentucky P.S.C.: It would be no problem, if done on an experimental basis

Oregon P.U.C.: Yes, for consultation, no? for approval

4. Would the utility commission be agreeable to a research technique which requires a delay of one to five years in including the special 'pages' in one directory area, while, for the same time period, other directories served by that company do have the 'special pages'?

Kansas S.C.C.: A. Yes

Kentucky P.S.C.: A. Yes, No problem if there is a subsidy for the costs. Money items is where the PSC would get involved. No problem if there is demand.

Oregon P.U.C.: A. It will depend upon the acceptance of the pages by the public, and the demand for them.

5. Is your utility commission interested in further research being conducted to evaluate the impact of Green Pages-type sections?

Kansas S.C.C.: A. Yes

Kentucky P.S.C.: A. if it becomes an issue, the more information the better. to help make decisions; study the cost-subjective benefit ratio; research regarding formats.

Oregon P.U.C.: A. Yes, we're always interested in new innovations.

6. Are there other areas involved in the assessment plans that you think will require coordination with the utility commission?

Answers: No, ?, ? (no answer)

Reactions by Agencies to Preliminary Draft Evaluation Plan and related questions:

Due to contract limitations and the large scope of this particular project, thorough arrangements for cooperation and coordination with agencies for data collection was not possible for the large majority of agencies at any potential evaluation site.

Federal Information Centers Program (GSA) Wash. D.C.:

The FIC Program continues to be interested in the development of Easy Reference Lists, and will be happy to help in developing these lists and human service guides. Data Collection by the Federal Information Centers amounts to tallies of calls received, and tallies for particular agencies and information. They would have to see an actual evaluation proposal to determine staff participation in data collection. The Office of Management & Budget has to approve any kind of formal data collection. The FIC Program feels that trials combining Government and non-profit human service providers might be helpful. (Note: This is similar to the original Green Pages model produced in Washington County, Oregon in the summer of 1977.)

Ask Us, Inc. (Lexington, Kentucky):

Ask Us is providing consultation to Morehead, Ky. groups to assist in the production of a Human Service Guide to be included in the next local phone book to be delivered there by GTE-Ky in November, 1980.

- Ask Us would like to actively participate in an evaluation of the impact of the Green Pages concept.
- Ask Us would cooperate and aid in publicity about the special section.
- Ask Us would like to have the Human Service Guide developed by a knowledgeable local organization with an up-to-date resource file.
- Ask Us would be able to assist in collecting the following data elements:
 - ..Number of appropriate contacts for problem solving or services, and the number of inappropriate contacts
 - ..Number of times information is given and/or referrals are made to agencies listed/not listed in the special 'pages'
 - ..Reference source of callers, contacts to your agency
 - ..Number of previous and new clients from outlying areas
 - ..Numbers and types of calls to agencies listed/not listed in Green Pages-type sections (i.e. about services, eligibility, hours of operation, etc.).
 - ..Complaints or corrections submitted to advisory group.
- Ask Us does not think other agencies in their area would like to participate in data collection for an assessment study about the phone book

Mayflower Retired Seniors Volunteer Program (Plymouth, Mass.)

Will respond

Prince William Library (Manassas, Virginia):

No response yet.

Oregon Educational Information Centers Project:

In response to some information needs documented in the EIC Assessment Project, this group is interested in the development and possible assessment of the Green Pages.

INITIAL COMMENTS CONCERNING FEASIBILITY:

- Of all the formats, implementation of the total Green Pages concept would require the most cooperation.
- The techniques needing the most cooperation are the two city trials, and ones utilizing different distribution procedures to different neighborhoods.
- Cooperation by the telephone companies and the utility commissions will be required to maintain the same basic format in a phone book for 2-4 years.
- This researcher does feel that more cooperation is possible.

DRAFT EVALUATION PLAN TO DETERMINE THE IMPACT OF
THE GREEN PAGES CONCEPT ON DIRECTORY USERS (Both POOR and Non-POOR)

This draft evaluation plan is the culmination of an assessment feasibility study. A preliminary evaluation plan was circulated in the first half of February, 1980, to twenty-one persons representing telephone companies, state utility commissions, government and non-profit agencies to assess the possible avenues of cooperation for implementing the plan. As feasible evaluation plans emerge at almost any geographic locale, they could be considered for funding by CSA or other government or non-governmental organizations.

This draft evaluation plan is not necessarily designed to determine either optimum design criteria or cost-effectiveness for Green Pages-type sections in telephone directories, but rather to determine the extent of use and subjective effects to directory users. One site, Morehead, Kentucky (population about 10,000) has been identified as a good example of a potential test site in which a 1-2 white paged Human Service Guide with alphabetical listings for agencies that include name, addresses, telephone number(s) and for most, a brief description of available services; will be included in the phone book distributed this November.

PROBLEM STATEMENT:

With the increases in defined individual and community problems over the last two decades, government has grown out of necessity to provide a large variety of services to help meet these needs. The provision of information and referrals to the existing government and charitable services has also grown. For people not familiar with the human services delivery system, it can be difficult for them to find appropriate services to meet their needs amongst the maze of available service programs.

Low-income persons, for whom many of the services are designed and to whom virtually all the services are available have been described as "information-poor". Their information needs have been described as 'situational', for everyday coping or of a crisis nature. In The Information Poor in America, by Thomas Childers, (Scarecrow Press, 1975), the following areas of information needs are described: Nutrition, Family Planning, Abortion, Venereal Disease, Drug and Alcohol Abuse, Mental Health, Sickle Cell Anemia, Consumer Affairs, Housing, Home and Family, Employment, Welfare Programs, Law, Transportation, Education, Recreation, and The Political Processes.

The telephone books are the most public and all-inclusive community resource documents available in communities around the country. Virtually all human services have been listed in the alphabetical section of the phone books, and some have been in the Yellow Pages section. The classifications for human services have in the past been, generally inadequate, inconsistently used (if at all), and scattered throughout the Yellow Pages. This creates problems for people who don't know the specific name of the agency they're looking for, because they won't be able to find it in the alphabetical white pages.

In response to suggestions from many persons for telephone directory improvements related to human services and community information, the major telephone companies have recently begun to implement some related directory improvements. There has been 'a start' at improving phone books for community services information, and some positive effects have been observed and documented. (See Analysis of Potential Affect report.)

NORTHWESTERN TELEPHONE COMPANY

302 WEST MAIN STREET
FREEPORT, ILLINOIS 61032
TELEPHONE (815) 235-5010

February 18, 1980

Mr. Jim Long
Consultant
U.S. Community Service Administration
Rt. 1, Box 183-1
Banks, Oregon 97106

Dear Jim,

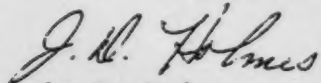
I did receive a copy of the Green Page Concept that you had sent.

The questionnaire that you enclosed with your recent letter, I will not be able to answer at this time.

Our Company was recently merged with the Continental Telephone System. At this time, I'm unable to find out what their feelings are about "special pages". Maybe you have had contact with the System people and if they have given you an answer, it would probably hold true now for our Company.

Sorry I can't be of more help and thank you for including our Company in your report.

Very truly yours,



J. D. Holmes
Commercial Manager

JDH/skh

PROBLEM STATEMENT (continued):

There can be many combinations of community information (e.g. Zip Codes, bus routes, map(s), street directory, Survival Guides, consumer tips, etc.) centralized in a Green Pages-type section. And, it seems that of all the various formats used for human services listings, these two distinct formats exist:

- a) Agency Name and telephone Number;
- b) Agency Name, Number, Address, and a brief description of available services (with eligibility requirements, hours of operation, etc.).

The recent improvements basically amount to adding a page or a few pages with some or all human service agencies' telephone listings on white pages, and/or combining them with all listings for Government offices, a Gov't. Easy Reference List, and sometimes Zip Codes in a separate colored section of the larger directories. Other related and more subjective supplements to some directories include Medical Survival Guides and Consumer Information pages. The major corporations, Bell (AT&T) and General (GTE) serve about 90% of the nation's telephone subscribers, and they've already presented some guidelines pertaining to human services following format a) (above). Oftentimes, the Bell system directories split Government and private non-profit service providers amongst two sections, and not totally centralizing them for easy access. Some directory users will not be capable of locating services in this more sophisticated Bell marketing approach.

One issue that has evolved to date, is that the process of deciding of deciding the content, formats, compilation, and up-dating of the pages is important to their effectiveness in fulfilling community information needs. In some instances, these decisions are made by representative advisory committees or knowledgeable service organizations in cooperation with the telephone companies, and at times the decisions have been made totally by the telephone companies, some of whom have displayed little knowledge of the local human service delivery system.

While the Green Pages concept is still at an early stage of development, evaluative assessments could help agencies, government, companies, and utility regulatory commissions better understand:

- the extent of use by (and impact on) poor and non-poor,
- the nature of use by (and impact on) poor and non-poor,
- the effects of the various formats for human services and community information,
- the potential affect on the human services delivery system, and
- other information needs of the poor and non-poor for problem solving.

RELATED WORK IN FIELD:

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A brief outline of some of the research related to directory improvements which have been conducted by or for the telephone companies is included in App. IV of Analysis of Potential Affect of the Green Pages Concept report. The research conducted by and for the telephone companies has had different objectives than those in this evaluation plan.

RELATED WORK IN FIELD:

A brief outline of some of the research conducted by or for the telephone companies related to directory improvements is included in Appendix IV of the Analysis of Potential Affect of the Green Pages Concept report. The research conducted by and for the telephone companies has had different objectives than those of this evaluation plan.

OBJECTIVES:

1. To collect data to assess the nature of use (impact) of the Green Pages concept on all telephone directory users (with particular emphasis on low-income persons).
2. To collect data to assess the extent of use (impact) of the Green Pages concept on all directory users (with particular emphasis on low-income persons).
3. To collect data to determine who uses the Green Pages-type sections.
4. To compare the effects of basic formats for human services listings and community information in telephone directories on citizen problem solving.
5. To prepare an assessment of the impact of the Green Pages concept from the above data.

SCOPE:

Implementation of evaluation plans should include studies in rural and urban settings of both basic formats for human services, as well as community information. Evaluation projects could cover data collection at intervals in a time span of 18 months to five years.

Studies would cover the entire human services field, including the following problem areas:

Agriculture	Housing and Housing Essentials
Clothing	Insurance
Consumer Protection	Law Enforcement
Disasters	Legal
Education	Life and Death Emergencies
Employment	Medical
Environmental Health	Recreation
Family	Transportation
Financial	Volunteerism
Food	
Government (all levels)	

If the GTE of Kentucky Telephone Directory for Morehead, Kentucky (11/80) were used in an assessment, surrounding communities would also be included in the sample if served by the same directory.

CRITERIA To Be Used To Assess Green Pages Impact:

1. Green Pages-type listings and printed information content is readable, understandable, and accurate.
2. Green Pages listings and information are designed to enhance the information-seeking and processing skills of clients and prospective clients for problem solving.
3. Green Pages-type listings increase the awareness and accessibility of information about the human services delivery system by directory users (both poor and non-poor).
4. Green Pages users report helpful effect (more direct access) to services information accessibility and problem solving.
5. Green Pages providers (telephone companies and advisory committees) use on-going evaluative processes to improve their human services listings and community information according to the community need for this information.
6. Green Pages-type listings include at least a minimum standard of accessibility to essential services, and are equally available to all able directory users regardless of geographic residence, sex, ethnicity (e.g. Spanish-speakers and readers, etc.), socio-economic status, or handicap.

KINDS OF GREEN PAGES-type Sections:

1. Total Green Pages section (see Introduction to Analysis of Potential Affect report) on colored paper, compiled via input from survey, advisory committees and telephone company.
2. Total Green Pages section on colored paper, compiled by advisory committee or various community agencies and the telephone company. (similar to Lincoln Nebraska Blue Pages Civic Section).
3. Partial Green Pages sections, compiled by an advisory committees.
4. Partial Green Pages sections, split, like Bell System's Blue Pages and white-paged Community Services Numbers sections.
5. Partial Green Pages-type sections that consolidate human services listings with community information on white or yellow pages.
6. Special white page(s) sections that centralize human services listings only.
7. Other subjective and widely used community information in a separate section.

DESIGN:

Because of the unique nature of this project, and since studies of the impact of information seem to be fairly non-existent at this time, various research techniques have been explored and are presented below. For the development of the evaluation plan, some research techniques may be better suited for one or more of the various combinations of content, format and implementation procedures that could be used. For all research methodologies it will be necessary to conduct before and after implementation of the special 'pages', because the large majority of agencies and companies would not have retrospective data collected regarding telephone usages, client outcomes, and referral outcomes.

Some research techniques are considered below with an overview of the anticipated character of their results.

- A. Randomly sampled attitude surveys conducted via personal interviews can yield opinions regarding the "affect", verbalization of respondents' ability to find listings in the phone book, and 'expressed' need and potential affect.
- B. Usage surveys of clients and prospective clients conducted via personal interviews can yield data regarding the "effects", and actual accounts for usage of the phone book for problem-solving.
- C. Agency data collection on contacts by clients and prospective clients (by phone and walk-in) can yield data regarding the extent of use of the telephone books as a reference source, the nature of use, individual client contact outcomes, etc..
- D. Telephone Company data collection can yield tallies of calls and directory assistance requests, as well as documentation of reactions expressed by customers to their business office.

Techniques using telephone surveys have not been included because of the greater number of variables which would be present. Printed questionnaire surveys would yield more standardized responses, however there could also be an increase in variables within these responses. Also, it has been reported that the Office of Management and Budget has restrictions related to the Privacy Act which could delay approval of that form of 'pre-implementation' data collection up to six months.

CONDITIONS:

The Green Pages Assessment Study staff will clearly present itself as representing the funding organization (probably a government agency) and not the telephone company. Another important condition is that the design criteria (content, format, color, length, placement, etc.), if formulated by an advisory group, will be within legal limits, with liabilities either limited via disclaimers, or totally removed. Another financial condition would most likely be that any 'extra (over and above) costs' incurred by the company(ies) be borne by the funding organization.

As an example of a potential site, the next phone book for Morehead, Ky. published by GTE-KY, will include a 1-2 page Human Service Guide, so there would be no 'extra costs', unless directory distribution costs increased.

IMPLEMENTATIONS FOR EVALUATION TESTS:

The following are six possible test formats and five methodologies for implementing and distributing telephone directories with special 'pages' for purposes of evaluating the impact of them on citizens. The five existing formats (2-6) being published by the telephone companies currently, are the most likely to be available for evaluative studies. Data collection before and after implementation of the 'pages' in the directories is essential for valid studies. (see next page for data elements)

Possible Test Formats:

- 1- Total Green Pages section
- 2- Social & Health Services Directory with other community information on colored pages (like Lincoln, Nebraska Blue Pages-Civic Section).
- 3- Bell Blue Pages section with Guide To Human Services included (like Bell of Pennsylvania is doing in some directories).
- 4- Bell Blue Pages with split white paged Community Services Numbers in another part of directory (like guidelines for directories in the Bell System).
- 5- White-pages Human Service Guides with services descriptions for most agencies (like Lexington, Ky., and for example, as in phone books to be distributed by General Telephone of Kentucky in Morehead Ky. (11/80)).
- 6- White-paged Bell Community Services Numbers, consolidated government listings, or non-Bell Guides To Human Services without a services descriptions for the agencies listed.

Implementations for Test Methodologies:

A. New Format vs. Old Format (1 vs. 0)

- - Before and after data collection at one site (example: Morehead, Ky.)

B. New format vs. Old Format (1 vs. 0)

- - Using an old format (one without any kind of Green Pages section) in some books distributed to some neighborhoods within the same directory area, but not in other books which would include any one of the above six formats.

C. New Format vs. Old Format (1 vs. 0)

- - Using an old format in phone books for one directory area, and using one of the six formats above in the phone books in another similar city or directory area within the same state. This would reduce the variables in names and services of state-mandated and state-operated services.

D. One new Format vs. Another new Format (1 vs 1)

- - Using two formats, one of which is the total Green Pages section, and the other being any one of the other five above formats, in two similar cities within the same state. Or, any of the five formats could be compared in a test.

Implementations for Test Methodologies (continued):

E. Community Information - New vs. Old Formats:

- - Using any combinations of community information (e.g. Zip Codes, bus routes, map(s), Street Guides, Consumer regulatory information, Survival Guide, etc.) either as previously published by the old uncentralized format (on white or yellow pages) or centralized in a separate colored or bordered white section.

DATA COLLECTION:

Since all major telephone companies will be proceeding to implement the Green Pages-type sections, it is important to begin data collection at potential test sites now so that retrospective 'pre-imlementation' data is available for comparative analysis. It will be necessary to capture many of the following data elements to reasonably evaluate the impact of the telephone directory improvements using one or more of the assessment techniques which have been outlined.

From Directory Users (clients or prospective clients):

- Awareness of human services delivery system
- Ability to find agencies they are looking for to help solve problems (stopwatch studies, use of classifications, services descriptions, keywords, eligibility requirements, etc.)
- Attitudes via surveys regarding their use of reference sources, and increased availability and accessibility of services information, etc.

By Agencies:

Data could be collected at many various types of services providers' offices. Those agencies with services programs directed at serving the needs of low-income persons include: Social Security, Community Action Agencies (e.g. weatherization and energy programs, crop gleaning, nutrition programs, etc.), Legal Services, CETA, Senior Centers, R.S.V.P., Information & Referral Services, etc..

- Number of appropriate contacts for problem solving vs. innappropriate contacts, initial place of client contact
- Number of times information or referrals given about agencies listed in the special 'pages'
- Reference source of callers, whether they are previous, new, or prospective clients
- Client case load
- Number of previous and new clients from outlying areas
- Waiting lists
- Number and types of calls to agencies listed in Green Pages-type sections and those agencies not listed in the section
- Types of calls and inquiries about available services that services descriptions with eligibility requirements could alleviate
- Comments, complaints, or corrections submitted to advisory committee or P.U.C.
- U.S. Postal Service -- Nature and number of calls requesting Zip Codes or other Postal Information that's in the phone book, and those calls requesting Zip Codes and other information that isn't in the phone book.
- Other community information (i.e. Bus routes, map, Street Directory, Tel-Med listings, etc.) -- call levels for basic information, and surveys regarding references sources

DATA COLLECTION (continued):

By Telephone Companies:

- Tallies of Directory Assistance requests related to human services or community information
- Customer reactions to phone books expressed to company business office
- Tallies of number of calls to various agencies

METHODOLOGICAL LIMITATIONS:

A number of factors may limit the validity in the findings of an assessment study which evaluates the nature and extent of impact of telephone directory improvements. Well-defined and specific data collection can minimize the ambiguities which may arise. The following describes some of the limiting factors which particularly effect universal generalizations being made.

1. Virtually all the listings for human services and government have been in the alphabetical white pages, and some have been in the Yellow Pages. Hence, it will be necessary to distinguish between people using white, yellow, or Green Pages-type listings.
2. There is no way to measure non-events, the calls not made by the elderly or poor to receive services or information. (Dr. Nicholas Long, 7/20/77)
3. There is a small thread of uniformity in phone books around the country. Some phone books are organized differently, so the validity of universal generalizations is diminished, for example:
 - a- Sometimes there are separate listings for each community in rural areas instead of the consolidated listings in urban areas.
 - b- There are inconsistencies in both the use and non-use of various classifications related to human services in the Yellow Pages.
 - c- Various combinations of community information have been appearing on white or yellow pages of phone books and varying directory user habits may result, and of course,
 - d- Green Pages sections will vary quite widely.
4. A short-term evaluation study will be limited by the length of time a Green Pages-type section has been in the directory.
5. In each community, there are varying amounts of regular on-going and new publicity about community services in the media.
6. Lack of social and health services in rural areas and telephone service limitations due to foreign exchange areas will of course limit the extent of study within any one community.
7. The Privacy Act limits Gov't. participation in formal assessment studies.

ACTIVITIES (with a Proposed Timetable):

- 2/80 - Draft Evaluation Plan and Assessment of Test Cooperation submitted to CSA to complete feasibility study.
- 3/80 - Select evaluation sites.
- 3-4/80 - Develop formal evaluation proposal, obtain cooperation and coordination from relevant groups, apply for, and secure funding.
- 4/80 - Start-up office operations
- 5/80 - Begin pre-test data collection process
 - develop definitions for terms to be used
 - determine methods to sample from general population, agencies, or telephone company
 - develop and pretest data collection instruments
 - finalize and print data collections instruments
 - meet to coordinate with relevant agencies willing to participate in data collection
 - training by project staff to start data collection process at agenciesOr, if appropriate, start to survey random selected directory users.
- 5-6/80 - Coordinate with telephone companies
 - data collection practices (if any are to be used) + pretest
 - formats, content, color, placement, etc. (if other than existing formats)
 - directory distribution procedures (if necessary)
 - sampling
 - public relations/education procedures
- 5-6/80 - Coordinate with P.U.C. office (if necessary)
 - combinations of community information, paid for by Evaluation Project
 - distribution of phone books with special 'pages' to some neighborhoods but not others
 - delay of 1 - 5 years in implementation of 'pages' in a directory area.
- 6-7/80 - Compilation of Green Pages-type sections at evaluation site via existing company practices or via another process (i.e. input from survey, committee(s), or other local organizations to compile, classify, produce).
 - Verification of listings
- 7/80 - Typesetting by Advisory group or company of separate section for phone book.
- 7-10/80 - Printing and binding of telephone directories by company or Directory Co.
- 11/80 - Distribution of phone books by telephone company (example: Morehead by GTE-KY).
- 11/80 - Public Relations in Media about section (either the usual company publicity upon distribution of the new books or special publicity about the new 'pages').
- '80-'81 - Post implementation Data Collection (at intervals of 3 months, 6 months, etc.)
 - full time or on a rotating basis by agencies
 - monitored by Project staff
- Or
- '81 - Personal interview survey work with random populations
- 11/81 - Initial Compilation of Data
- 12/81 - Analysis of Initial Data
- 1-2/81 - Preparation of Final Report on Initial Green Pages Assessment Findings
- '81-'85 - Follow up Data Collection (at 18 months, 3 years, 5 years, etc.)

A PROPOSED BUDGET:

The following budget items will vary slightly from one research methodology and site to another. The optional budget items will, in part, depend upon the amount of cooperation and coordination received at any one site received from the telephone company, agencies, and utility commissions. Due to a lack of pricing data available at this time from the telephone companies, and the current inflationary conditions, the following estimates should be considered as rough estimates.

Budget-----	(15 months)	four Average Sites	one site Morehead (est.)
Staff - Director		\$25,000	\$20,000
- Site Coordinators (2-4)		40,000	
- Secretaries (2-4)		20,000	\$10,000
Office Space (inc. utilities)		15,000	\$ 5,000
Office Supplies (typewriter, paper, filing system, etc.; etc.)		2,500	800
Telephone(s)		3,000	1,500
Travel Costs		6,000	2,000
Per Diem		3,000	1,500
Postage		1,000	400
Printing of forms, questionnaires		2,000	1,000
Computer data processing ?		1,000	200
Totals - - - - -		\$118,500	\$42,400

*Optional Costs: -----(estimates made)

(costs depend upon cooperation with agencies, companies).

- Colored pages and/or extra pages at evaluation site	\$1,300	0
- Technical Assistance for data collection		
- by Agencies -----	? 6,000	2,000
- by companies -----	2,000	200
- Lay-out and typesetting of the 'pages'	300	150
- Publicity and staff time	1,000	500
- 'Extra' (over and above) binding and distribution costs	1,000	0
- + extra years		
TOTALS - -	\$11,600	\$2,850

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OVERALL TOTALS - \$130,100

\$45,250



American Telephone and
Telegraph Company
295 North Maple Avenue
Basking Ridge, N. J. 07920
Phone (201) 221-2000

February 27, 1980

Mr. Jim Long
Consultant
U.S. Community Services Administration
Rt. 1, Box 183-1
Banks, Oregon 97106

Dear Jim:

This written response is a follow-up to our phone conversations last week dealing with your proposal for an assessment feasibility study directed at evaluating the effects of Green Pages-type sections in telephone directories. As you know, I am the national coordinator of AT&T's newly designed Customer Guide, which includes Community Services Numbers information, and my response can be taken to reflect the opinion of Bell System companies as well.

I appreciate what you are trying to do, and your personal interest in the matter. We at AT&T, too, are interested in evaluating the effectiveness of any changes we make, and we intend to do just that with Customer Guide when it becomes a mature product. We have found, however, that awareness of changes in the directory takes time.

For us to do any testing now on a national basis would be unproductive in that we just introduced Customer Guide to the System companies about a year ago. At present only about 10 percent of all directories have Customer Guide, with the figure to be close to 50 percent by the end of 1980. We expect to have that done by 1982. While we at AT&T have no imminent plans to test Customer Guide, that does not preclude the individual companies from doing so (as New Jersey is in the process of doing).

Having just completed the Customer Guide redesign effort, you will understand that we are not enthusiastic about a comparison of the various Green Pages formats and contents. We feel comfortable with what we have and are trying to implement the Guide in all Bell System jurisdictions.

If you have any questions about this, please call me on 201 221-6618.

Sincerely,

James D. Smiley
Consumer Affairs Supervisor

c.c.: Don Franklin
Dwight Johnson
John Kenney



American Telephone and
Telegraph Company
4 Wood Hollow Rd.
Parsippany, N.J. 07054

February 25, 1980

Mr. Jim Long, Consultant
Community Services Administration
Route 1, Box 183-1
Banks, OR 97106

Dear Jim,

We received the three reports you prepared as part of an assessment feasibility study directed at evaluating the effects of "Green Pages" type sections in telephone directories.

First, we believe it is important to clarify once again the AT&T position with respect to the Blue Pages and the so-called Green Pages concept. Each of these projects has separate departmental responsibility at AT&T and in the Bell Operating Companies.

The Blue Pages have been recommended to the Companies in direct response to a request from the General Services Administration to improve the content, quality and usefulness of government listings in our directories. The Blue Pages are intended for government listings only. Other civic and public service type information can be added to the Blue Pages, on an optional basis, but only to the extent that the information is government oriented. The responsibility for the Blue Pages has been assigned to the Directory department.

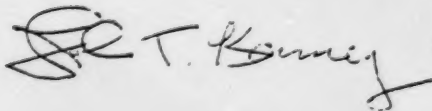
The responsibility for the so-called "Green Pages" type of information has been assigned to our Public Relations people. They have no plans to introduce "green" as a fourth color segment in our directories. However, as you know, two pages of the new Customer Guide has been dedicated to a functionalized key-word arrangement of community and human services type organizations.

With respect to an evaluation itself, AT&T Directory has participated in and commissioned a number of research surveys to evaluate the effect of Government Blue Pages in various Bell trial locations during 1978 and 1979. One fact we do know is that a change in format or content of the telephone directory does not produce immediate and unanimous awareness and impact. The directory is a rather pedestrian article that is in

every home, and its use is precipitated by specific need. Modifications or additions to the directory normally require a period of time to develop general user awareness and usage. Any meaningful change in user behavior will not become apparent for several years. We at AT&T, therefore, do not anticipate conducting more studies concerning the Blue Pages concept in the near future. Individual Operating Companies may elect to perform their own evaluations where they see a need. In addition, very stringent budgetary constraints currently exist, further preventing large-scale evaluations at this time.

As stated earlier, we have released a strong recommendation to the Bell Operating Companies urging implementation of the government Blue Pages format and are assisting those Companies interested in adopting the section. The Public Relations department is similarly progressing with implementation of community and human services type listings in the Customer Guide. We consider both of these efforts an important service in meeting the specialized number services need of our customers.

Sincerely,

A handwritten signature in dark ink, appearing to read "J. T. Kenney". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

John T. Kenney
Supervisor-
Directory Standards & Development

THE LINCOLN TELEPHONE AND TELEGRAPH COMPANY

1440 "M" STREET LINCOLN, NEBRASKA 68508

LYLE E. REIGHARD
CUSTOMER SERVICES DIRECTOR
AREA CODE 402
476-4321

February 25, 1980

Mr. Jim Long
Rt. 1 Box 183-1
Banks, Oregon 97106

Dear Mr. Long:

This is in response to your letter of February 8, 1980, in which you inquire of the possibility of LT&T participating in a sample program to include certain civic and human services in a special colored section in our York, Nebraska directory.

As you are aware, LT&T has included this type of information in our Lincoln, Nebraska directory for a considerable number of years and also include civic information in each of our five territory directories including Nebraska City, York, Beatrice, Hastings and Wahoo, all in southeastern Nebraska.

Due to the nature of our territory directories, which include numerous communities and counties, we feel our territory directories are not the appropriate type to be included in your sample program.

We appreciate your consideration of our directories in your project and wish to be kept informed of its progress.

Yours truly,



For Customer Services Director

James A. Guest
Secretary of State

Jean Baldwin
Deputy Secretary of State



Main Office: (802) 828-2363
Corporations & Records: (802) 828-2386
Professional Licensing & Registration: (802) 828-2363

STATE OF VERMONT

Secretary of State
109 State Street
Montpelier, Vermont 05602

March 3, 1980

Jim Long
Consultant
Route 1, Box 183-1
Banks, Oregon 97106

Dear Jim:

Thanks very much for sending me the information on the Green Pages concept.

I'd very much like to see the other two reports and any other information you have about responses. We're continuing the Guide to Services in all Vermont phone books. I think it's become an established part of the phone books since various service groups are referring to these information pages in radio and television ads.

All the best,

A handwritten signature in cursive script, appearing to read "Jim", written over the typed name.

JAMES A. GUEST
Secretary of State

JAG:d

NOTED-GRAM

MAYFLOWER R.S.V.P. OF PLYMOUTH COUNTY

18 LEYDEN STREET • PLYMOUTH, MASSACHUSETTS 02360 • PHONE (617) 746-5881

MESSAGE

REPLY

TO

Mr. Jim Long, Consultant
U. S. Community Services Administration
Rt. 1 Box 183-1
Banks, Oregon 97106

DATE

February 29, 1980

Dear Jim

A thousand pardons! Joan didn't give me your material until the 22 of Feb. much too late to get any information back to you for the 26th.

I read it all with a great deal of interest. I have submitted 10 pages of rough draft covering resources in our area to the Plymouth County Development Council in Pembroke. This was several months ago and I have just heard that I should have the copy for proofreading sometime next week. I am most curious to see what form this has been put into. I was hoping to have enough copies to distribute throughout our county. All of this has been a great deal of work for many people for many months. I would like to have it in hand to show to Jan Jahngen of the phone company.

DATE

I will send her a note of apology and explain my position at this time. I wouldn't want her to think that I just ignored your preliminary work in setting up an interview with Mayflower RSVP.

I just think the whole idea is so great. The only thing I would like is to be able to use the information we have already compiled. Can't see doing all this work over again.

I'll be in touch after I talk with Jan.

Sincerely

Mary E. Murray
Coordinator

SIGNED

INSTRUCTIONS TO RECEIVER:

1. WRITE REPLY. 2. DETACH STUB. KEEP PINK COPY. RETURN WHITE COPY TO SENDER.

BY

Form N-773UC The Drawing Board, Inc. Box 505 Dallas, Texas 75221
INSTRUCTIONS TO SENDER:

1. KEEP YELLOW COPY. 2. SEND WHITE AND PINK COPIES INTACT.



STATE OF ILLINOIS

Illinois Commerce Commission

MICHAEL V. HASTEN
Chairman

527 East Capitol Avenue
Springfield, Illinois 62706

March 6, 1980

Mr. Jim Long, Consultant
U. S. Community Services
Administration
Rt. 1, Box 183-1
Banks, Oregon 97106

Dear Mr. Long:

Enclosed is our response to your questionnaire regarding the "Green Pages" concept.

If you have additional questions regarding this matter, please contact Mr. John Kissel, our Chief Telephone Engineer at (217) 782-7851.

Sincerely,

A handwritten signature in dark ink, appearing to read "M. Hasten", written over the word "Sincerely,".

Michael V. Hasten
Chairman

MVH/ch

Enclosure

Illinois Commerce Commission

STATE UTILITY COMMISSION AREAS OF COOPERATION And COORDINATION In An
EVALUATION Of The IMPACT Of The GREEN PAGES CONCEPT On
TELEPHONE DIRECTORY USERS

Please respond by giving your views on the following questions regarding possible assessment studies as described in the Preliminary DRAFT EVALUATION PLAN. Your answers will not be binding, but will hopefully will aid in the preparation of an Assessment Of Test Cooperation for an evaluation plan that may be feasible.

Please respond by February 22, 1980.

For the purposes of evaluations as stated in the objectives of the Green Pages Draft Evaluation Plan,

1. Would the utility commission be agreeable to allowing a telephone company including special Green Pages-type sections in some directories in one service area, but not all directories. The directories would include all the same telephone listings, but not necessarily the same community services information. The different editions of the directories would be distributed to some neighborhoods, but not to others.

☒ Yes ☐ No

Please explain your response:

2. Would utility commission approval be necessary to permit use of a telephone company's mailing list for anonymous sampling if an attitude survey is part of the Green Pages Concept Assessment methodology?

☐ Yes ☒ No

Please explain your response:

3. Do you think the utility commission would need to be consulted if different combinations of community information were to be included in a specific area's telephone directories, and any extra costs were paid for by the Assessment Project? No

Do you think utility commission approval for the above is required?

☐ Yes ☒ No

4. Would the utility commission be agreeable to a research technique which requires a delay of one to five years in including the special 'pages' in one directory area, while, at for same time period, other directory areas served by the company do have the special 'pages'?

☒ Yes ☐ No

- * 5. Is your utility commission interested in further research being conducted to evaluate the impact of Green Pages-type sections?

☐ Yes ☐ No

6. Are there ofther areas involved the assessment plans that you think will require coordination with the utility commission?

☐ Yes ☒ No Please explain . . .

* It is difficult to answer this question without first knowing the benefits to be derived from the experiment and the costs associated therewith.



State of New Jersey
DEPARTMENT OF ENERGY
BOARD OF PUBLIC UTILITIES
1100 RAYMOND BLVD.
NEWARK, NEW JERSEY 07102

VAUGHN DONOVAN
DIRECTOR

DIVISION OF RATE & ACCOUNT

February 22, 1980

Mr. Jim Long
Consultant
U.S. Community Services Adm.
Route 1, Box 183-1
Banks, Oregon 97106

Re: Green Pages Concept Evaluation
Program Questionnaire

Dear Mr. Long:

Enclosed please find your completed questionnaire.
We would be interested in obtaining more information on your
study as it becomes available. Good luck in your endeavors.

Very truly yours,

Vaughn M. Donovan, Director
Division of Rates and Accounts

ENCLOSURE

STATE UTILITY COMMISSION AREAS OF COOPERATION And COORDINATION In An
EVALUATION Of The IMPACT Of The GREEN PAGES CONCEPT On
TELEPHONE DIRECTORY USERS

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For the purposes of evaluations as stated in the objectives of the Green Pages Draft Evaluation Plan,

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☒ Yes ☐ No

Please explain your response:

2. Would utility commission approval be necessary to permit use of a telephone company's mailing list for anonymous sampling if an attitude survey is part of the Green Pages Concept Assessment methodology?

☐ Yes ☒ No

Please explain your response: Specific approval is not required; however, company may refuse to release.

3. Do you think the utility commission would need to be consulted if different combinations of community information were to be included in a specific area's telephone directories, and any extra costs were paid for by the Assessment Project?

Do you think utility commission approval for the above is required?

☐ Yes ☒ No

4. Would the utility commission be agreeable to a research technique which requires a delay of one to five years in including the special 'pages' in one directory area, while, at for same time period, other directory areas served by the company do have the special 'pages'?

☒ Yes ☐ No

5. Is your utility commission interested in further research being conducted to evaluate the impact of Green Pages-type sections?

☒ Yes ☐ No

6. Are there ofther areas involved the assessment plans that you think will require coordination with the utility commission?

☐ Yes ☒ No Please explain . . .

No such items apparent at this time.